

CITY COUNCIL REPORT



MEETING DATE: August 26, 2003

ITEM NO. _____ GOAL: Coordinate Planning to Balance Infrastructure

SUBJECT

Old Town Parking Garage

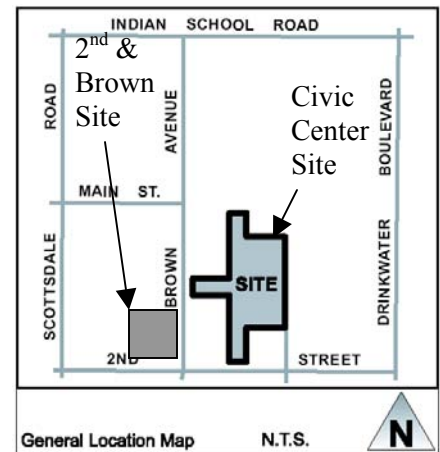
REQUEST

Request is a site selection process for parking in the Old Town for construction of parking at either the northwest corner of 2nd Street and Brown or for the approval of a municipal use master site plan for a parking garage on a 2.45 +/- acre parcel located at 7335 E Main Street with Central Business (C-2) and Highway Commercial (C-3) zoning.

9-UP-2003

Key Items for Consideration:

- Old Town existing parking demand exceeds supply.
- There are two sites that present the opportunity to provide parking:
 - The Civic Center parking garage - expansion requires City Council approval of a Municipal Use Master Site Plan (MUMSP), and then design review.
 - The existing 2nd and Brown surface parking lot, which requires design review only.
 - Public comments received support constructing additional parking at 2nd & Brown.
- Only one site can be built with the existing monies.
- Staff is recommending that the parking garage be located at the northwest corner of 2nd Street and Brown Avenue.



Related Policies, References:

- General Plan Land Use Element
- Downtown Plan

OWNER

City of Scottsdale
Capital Project Management
480-312-7769

APPLICANT CONTACT

Madeline Clemann
Parking Program Manager
City of Scottsdale
480-312-2732

LOCATION	7335 E Main St
BACKGROUND	<p>History of Old Town Parking</p> <p><i>Nov. 2000 – 2001</i></p> <p>The City Council authorized aggressive parking management for the downtown, with direction to resolve the ongoing need for parking.</p> <p><i>October, 2002</i></p> <p>Staff presented to the City Council the results of a parking study, which demonstrated a need for additional parking in the Old Town district. The City Council directed staff to address the need for additional parking through the construction of a parking garage in the Old Town area. (See Attachment #6, Traffic Impact Summary for more history.)</p>
APPLICANT'S PROPOSAL	<p>Goal.</p> <ul style="list-style-type: none">▪ Build parking in Old Town as expeditiously as possible.▪ Stay on construction schedule for opening in November 2004 commensurate with the beginning of the tourist season. <p>Two Old Town Parking Sites For Selection.</p> <p><i>2nd and Brown:</i></p> <p>This property is presently used as a surface parking lot that accommodates 88 parking spaces. The site is currently zoned Central Business District (C-2) and Highway Commercial District (C-3), which allow office, retail, and parking uses. The surrounding property is zoned Central Business District (C-2) and Highway Commercial (C-3).</p> <p>The concept for this site is to construct one parking level below grade and an at-grade parking deck, resulting in a gain of approximately 150 parking spaces with an additional 50 more spaces provided through repainting of the parking spaces at the Civic Center parking garage. The design would include utilizing the recently acquired Noriega property and access from 1st Street to the below grade parking deck, with elevator and stair access at the corner of 1st Street and Brown Avenue. The at grade improvements would include a surface parking lot, the stables that are existing might be rebuilt, and the parking lot would be improved with perimeter landscaping, a trellis feature, and design elements that would allow light to penetrate to the lower level parking deck. The structural features are to be designed with integrity to support additional parking or other uses above the sunken parking garage.</p> <p><i>Benefits:</i></p> <ul style="list-style-type: none">▪ The community liked this location because it would resolve parking concerns and provide an additional focus for the community in the Old Town area, adding to the old west design theme.▪ Visually connected to the western Old Town tourist experience.▪ Because of location, visitors are likely to find Old Town attractions.▪ Design with sunlight filters / window wells or similar features to light up the lower level in order to enhance an open and safe environment.▪ Stables may relocate on this site but will be maintained in some form.▪ Future concept for additional parking, retail or other use above parking. <p><i>Limitations</i></p> <ul style="list-style-type: none">▪ Underground parking requires additional safety features, which are being addressed by allowing natural light into the garage and security

cameras.

Civic Center

This property is used as a surface parking lot that accommodates 70 parking spaces. The site is currently zoned Central Business District (C-2) and Highway Commercial District (C-3), which allow office, retail, and parking uses. The surrounding property is zoned Central Business District (C-2), Central Business District Historic Property (C-2 HP), and Downtown/Retail Specialty Development Type 1 (D/RS-1).

This site requires a Municipal Use Master Site Plan to build a 125 space parking garage extension along with restriping the existing Civic Center parking garage to add 50 spaces and expand the existing 2nd and Brown surface parking lot with 35 additional parking spaces, all of which will increase the available parking spaces by 210 spaces. In addition, the applicant will landscape the right-of-way between First Street and the new parking garage; create a pedestrian plaza, reroute the loading access around the site, and repaint/stripe the existing Civic Center garage and add security cameras.

Benefits:

- Adjacent to existing parking garage;
- Will make existing garage more useable and efficient
- Increase the visibility of the Old Town garage from Old Town street system

Limitations

- Because of parking location, visitors may use these spaces more for Civic Center events rather than Old Town attractions

IMPACT ANALYSIS

Community Involvement.

An open house meeting was held on May 21, 2003. There were 12 people who signed the attendance roster. The comments received indicate general support for either parking garage. After the Open House there were comments provided that indicated a need to meet with the Old Town stakeholders, and staff did continue to meet with individuals of the Old Town area. The comments demonstrate a desire for more parking in parking garages, maintaining traffic flow for semi-trucks east and north of the existing Civic Center parking garage, a below grade parking garage at 2nd and Brown, and multiple uses of garage structures.

A second open house meeting was held on June 26, 2003. There were approximately 10 people in attendance. The comments received indicated support for either parking garage with a tremendous desire to build parking in the Old Town area, and reflected much of the same input from the May 21, 2003 meeting in addition to discussion about whether a garden level would be feasible. The support for a garden level garage is that it would allow natural light into the garage.

Downtown Development.

Both sites have nearby retail shops, restaurants, and the Civic Center mall that will benefit from additional, highly visible public parking. The new parking facilities will be new or refurbished to a new appearance, creating a safe and

inviting environment, which will add to the vitality of the Old Town area.

Trip Generation Analysis.

A recent occupancy study (Walker Parking Consultants, November 2002) concluded that there is a deficit of 147 parking spaces in the Old Town area during peak hours. The new facility will provide additional spaces needed in the Old Town District. Either site is suitable for a parking facility that would add approximately 200 spaces.

The new garage is not a destination itself; hence, it does not generate vehicle trips except as it may attract additional development. Instead, it captures vehicle trips generated by all the adjacent district businesses and provides parking spaces for those vehicles near their destinations.

Municipal Use Master Site Plan.

The site plan for the Civic Center site shows the footprint of the proposed parking garage, along with circulation routes for automobiles and pedestrians. Residential, retail and other uses may be considered for design in the future.

Community Impact.

The Municipal Use Master Site Plan does not assign individual parking spaces to any properties. Approval of a parking garage at this location facilitates the provision of parking spaces available for all visitors to the downtown area, and increases the available parking supply in order to help meet parking demands.

**OTHER BOARDS AND
COMMISSIONS****Planning Commission.**

The Planning Commission heard this case on June 11, 2003. The Planning Commission was satisfied with the parking garage proposal and discussed potential design considerations and circulation:

- They desired assurance that the final construction would be good quality and visually attractive, with similar characteristics of the buildings on Brown Avenue just south of Main Street.

The Planning Commission recommends approval of the MUMSP, 7-0 subject to stipulations, including two design stipulations.

The Planning Commission was not presented with the 2nd/Brown alternative site since it does not require a Municipal Use Master Site Plan.

RECOMMENDATION

Staff recommends the 2nd and Brown parking garage improvements over the Civic Center parking garage site. This site has a more direct relationship to the retail area of Old Town, has fewer design challenges compared to the Civic Center site, and the site can be designed with the existing monies to make it feasible for expanded parking or future retail or other uses above the parking.

City Council Action Impact:

- Selection of the 2nd and Brown site for the Old Town parking solution will authorize the design and construction of a parking structure at the northwest corner of 2nd Street and Brown. The Municipal Use Master Site Plan approval process for the Civic Center garage is not necessary.

- Selection of the Civic Center parking garage for the Old Town parking solution will approve the Municipal Use Master Site Plan for the that parcel located at 7335 E. Main Street.

Whichever action the City Council takes results in the selection of a site for the Old Town parking garage and allows construction to start Spring 2004.

RESPONSIBLE
DEPT(S)

Planning and Development Services Department
Current Planning Services

STAFF CONTACT(S)

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Madeline Clemann
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480-312-2732
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mclemann@ScottsdaleAZ.gov

APPROVED BY

Kroy Ekblaw	Date
General Manager, Planning & Development Services Department	

Ed Gawf	Date
Deputy City Manager	

John Little	Date
General Manager, Transportation Department	

ATTACHMENTS

1. Applicant's Narrative
2. Context Aerial
- 2A. Aerial Close-Up
3. Land Use Map
4. Zoning Map
5. Stipulations
6. Traffic Impact Summary
7. Citizen Involvement
8. June 11, 2003 Planning Commission Minutes
9. Site Plan



Scottsdale

PROJECT NARRATIVE
FOR CITY INITIATED PROJECTS



- ☐ Rezoning ☐ Other
- ☒ Use Permit
- ☐ Development Review
- ☐ Master Sign Programs
- ☐ Text Amendment

Case # _____ / 216 -PA- 2003

Project Name Old Town Parking Garage

Location Old Town

Applicant COREY E LEW

Ordinance Section _____

SITE DETAILS

Proposed Zoning: _____

Existing Zoning: C2 HP

Parcel Size: _____

Height: 36'

Parking Required: _____

Parking Provided: _____

Of Buildings: _____

Setbacks: N- _____ S- _____

E- _____ W- _____

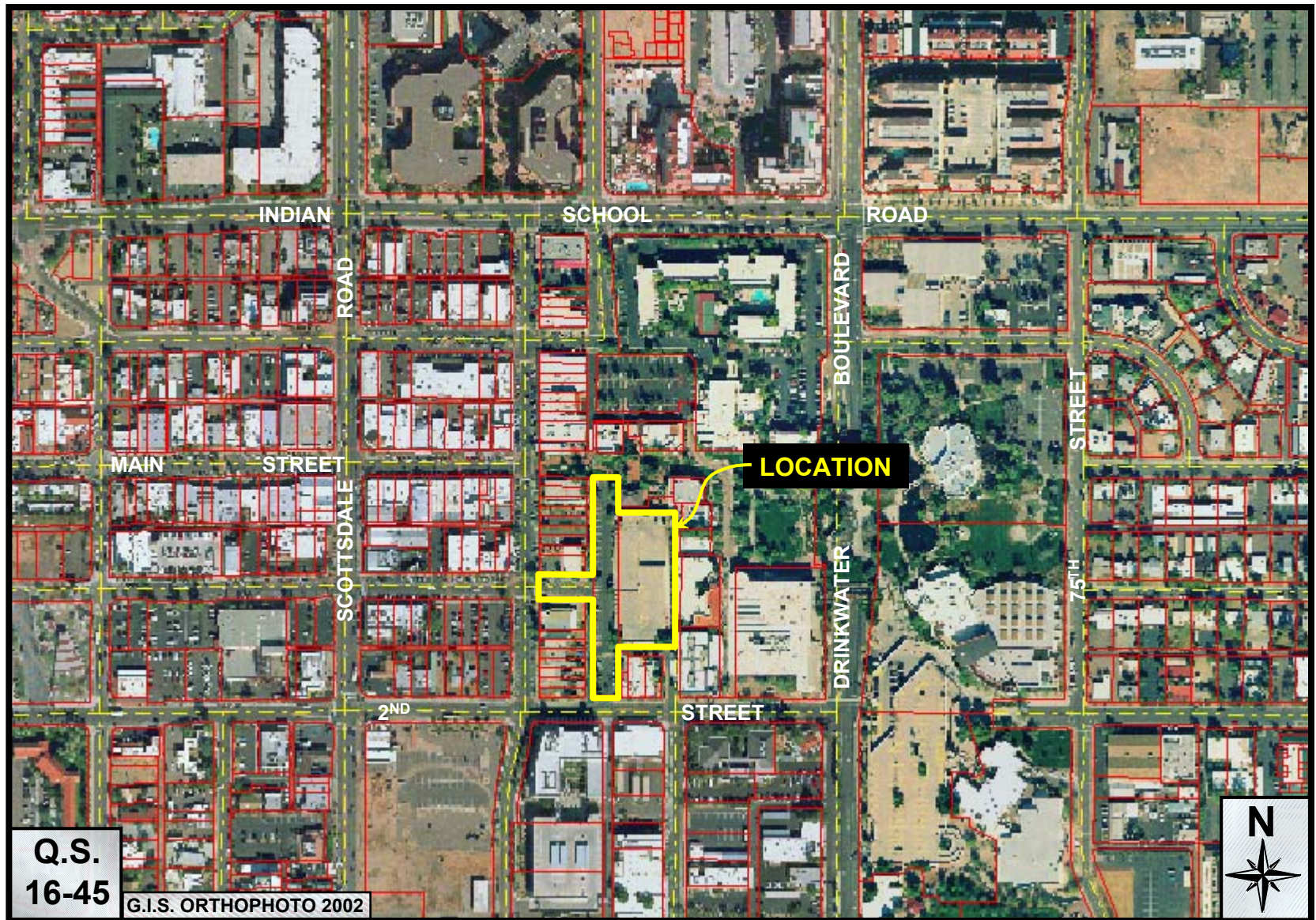
In the following space, please describe the project or the request

This project consists of design and construction of a public parking garage structure directly west of the Civic Center Parking garage. The site consists of parcels owned by the City of Scottsdale. Depending on final design, the garage will contain 250-350 parking spaces above ground, three level structure.

(If an additional page(s) is necessary, please attach.)

P&D2000215 (07/2002)

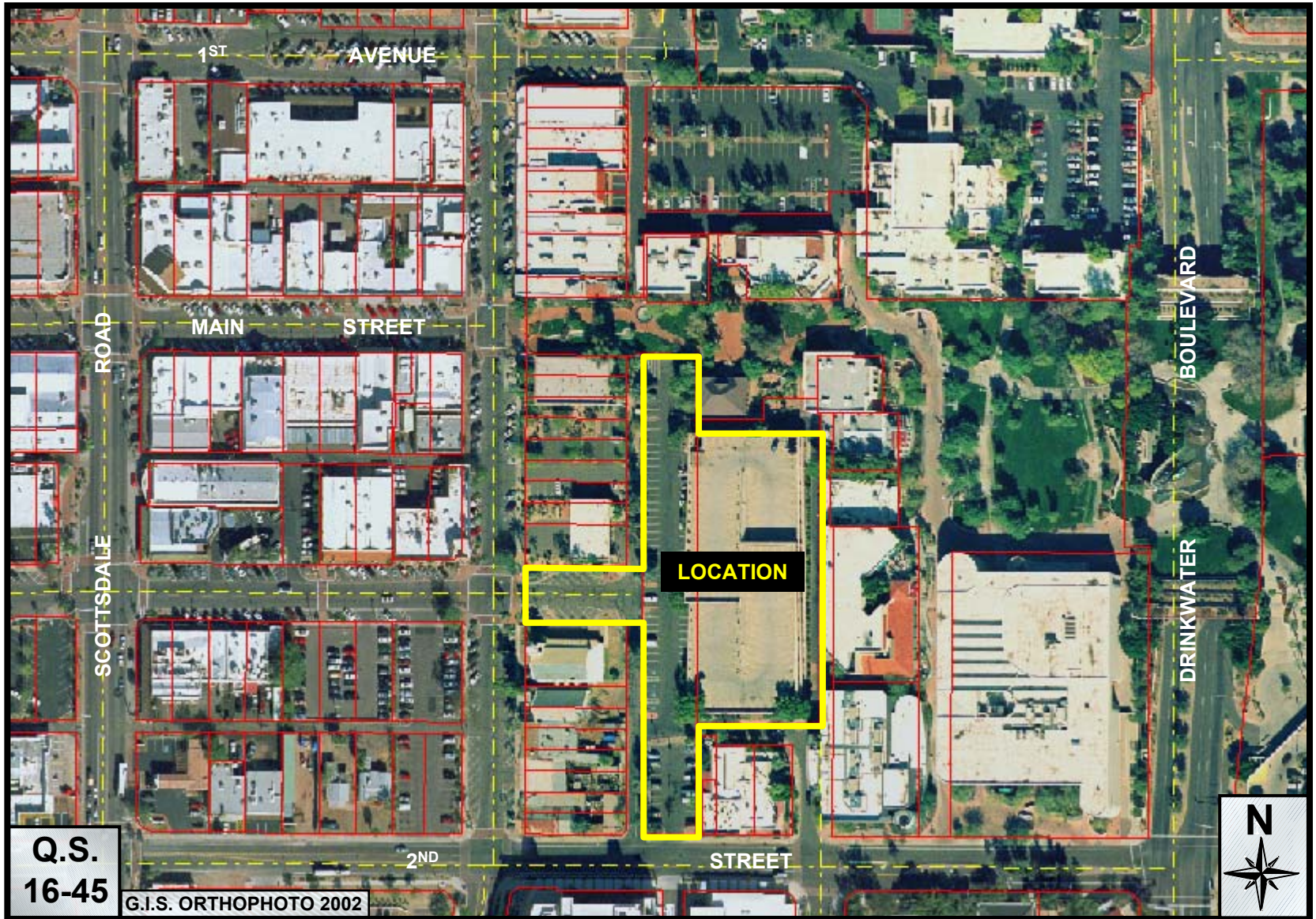
ATTACHMENT #1



Old Town Municipal Use Master Site Plan

9-UP-2003

ATTACHMENT #2



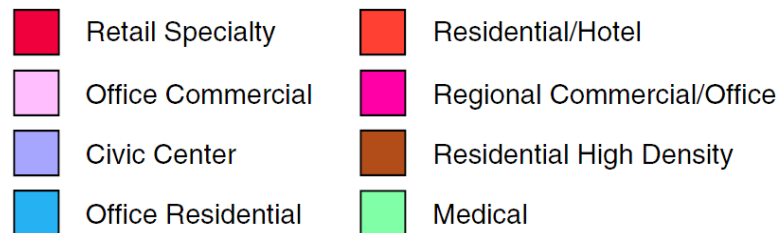
Old Town Municipal Use Master Site Plan

9-UP-2003

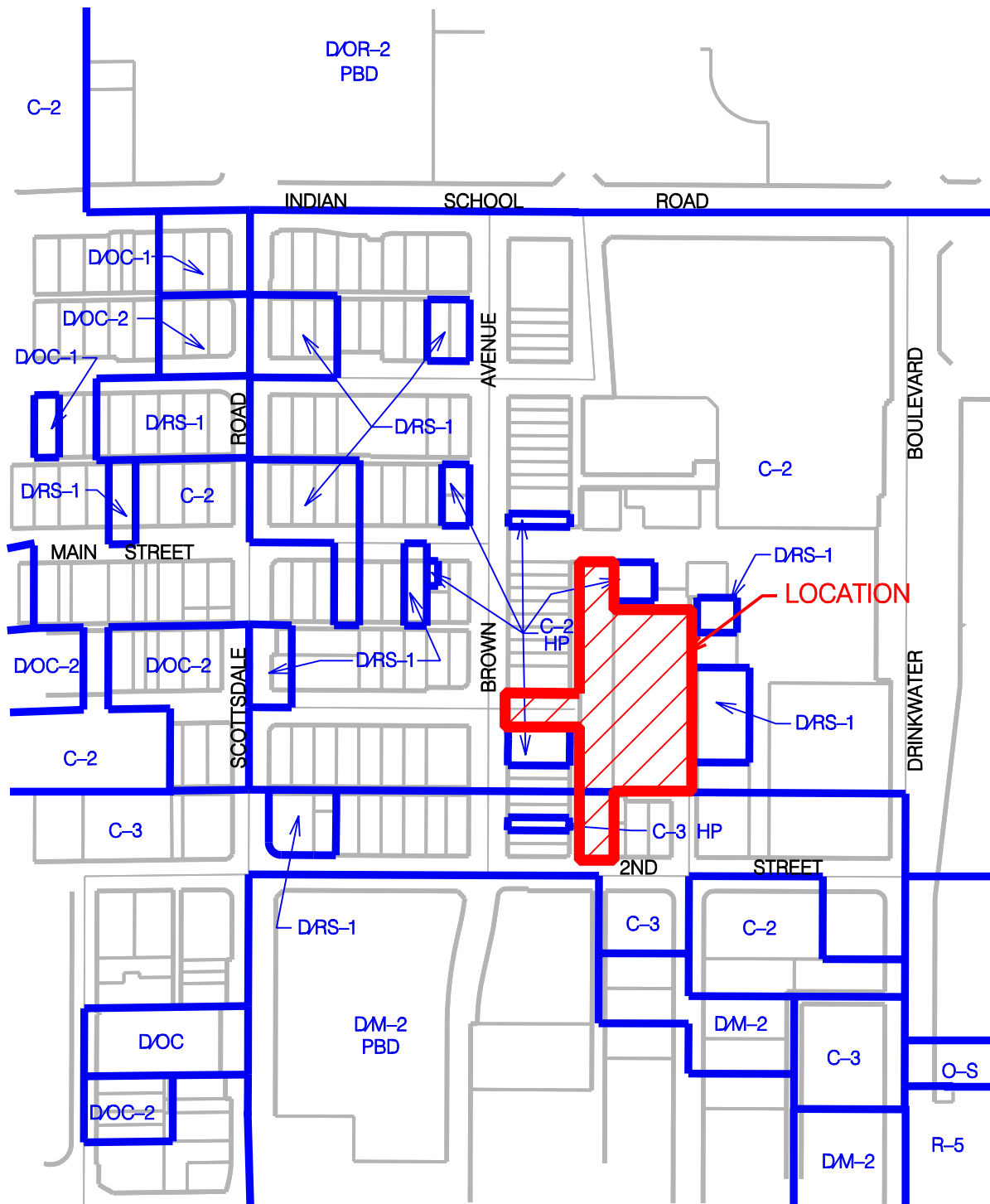
ATTACHMENT #2A

The map displays a city block with the following features:

- Streets:** Indian School Road (top), Scottsdale Road (left), Brown Avenue (center), 1st Avenue (top center), Main Street (center), 2nd Street (bottom center), and Drinkwater Boulevard (right).
- Zoning Districts:**
 - OC-2:** Pink areas, primarily along Scottsdale Road and at the bottom of the block.
 - RS-1:** Red areas, located in the center and bottom center of the block.
 - RH-2:** Orange-red area, located in the top center of the block.
 - CC-2:** Light blue areas, located on the right side of the block.
 - CC-1:** Light green area, located at the bottom center of the block.
- Location Marker:** A yellow outline labeled "LOCATION" is situated on a lot at the intersection of Brown Avenue and 2nd Street.
- Other Labels:** "AVE", "ST", "BOULEVARD", "1ST AVENUE", "MAIN STREET", "2ND STREET", and "INDIAN SCHOOL ROAD" are also present.



9-UP-2003
ATTACHMENT #3



9-UP-2003
ATTACHMENT #4



STIPULATIONS FOR CASE 9-UP-2003

PLANNING/ DEVELOPMENT

CONFORMANCE TO SITE PLAN. Development shall conform with the site plan submitted by [Dick and Fritsche Design Group](#) and dated [2 JUNE, 2003](#). These stipulations take precedence over the above-referenced site plan. Any proposed significant change, as determined by the Zoning Administrator, shall be subject to subsequent public hearings before the Planning Commission and City Council.

**Traffic Impact Summary
9-UP-2003
Old Town Parking Garage**

Background

On June 24, 2002, staff presented the City Council with a status update of the Canal project including the results of a technical evaluation and preliminary costs for a garage structure in the Fifth Avenue District. In the discussion that followed, council reaffirmed their support for the Fifth Avenue garage, and gave staff direction to consider other sites downtown for parking facilities. Subsequently the Fifth Avenue Garage was separated from the Canal project, and folded into the downtown Scottsdale Parking Program.

Walker Parking Consultants (November 2002) conducted a parking occupancy study for a major portion of downtown Scottsdale. The study results indicated that the ability of the existing parking supply to accommodate parking demand was marginal during peak hours, in the Old Town and 5th Avenue/Marshall Way Districts.

At the time of the study, the Old Town District was calculated to have adequate capacity during the off-peak daytime hours; but, the district was deficient 147 spaces in the evening. New peak-season counts are being summarized at this time. It is expected that the counts will show that this district is deficient in capacity during the high season daytime hours also.

Staff returned Council on October 15, 2002 and presented the results of a parking study and a recommended a program of capital projects, parking operational improvements and a budget. The \$9.6 million budget included Transportation CIP funds (restricted to use for transportation related projects) as a major component. Following the direction of Council, Transportation Department staff finalized the planning process, initiated the design process for two parking garages in the Old Town and Fifth Avenue Districts, and is moving toward developing construction documents utilizing an internal and outside consultant team.

Existing Conditions

The staff-recommended Old Town site is located adjacent to, and on the west side of, the existing Civic Center garage. The site currently is used as a surface public parking lot with 99 spaces.

Proposed Development

The proposal is to construct a two-story parking garage in place of the existing surface parking lot. The existing 99 spaces will be replaced in the garage, along with an additional 125 to 150 spaces. The garage project will not be detrimental to the existing on street or private parking spaces. A municipal use master site plan is required to allow the proposed parking structure on the site.

Summary

The new garage is not a destination itself; hence, it does not generate vehicle trips. Instead, it captures vehicle trips generated by all the adjacent district businesses and stores those vehicles near their destination. The district businesses have been assessed and charged for parking needs generated, as required, for their business use permits.

The purpose of the garage is to provide parking: 1) for the existing surface lot vehicles; 2) for future parking needs as building vacancies are filled; 3) for future growth in downtown; and 4) to reduce illegal parking.

9-UP-2003
Old Town Parking

Attachment #7. Citizen Involvement

This attachment is on file at the City of
Scottsdale Current Planning office,
7447 E Indian School Road, Suite 105.

noted he felt the funds that have been appropriated for this garage should be more than adequate to bury this parking structure and do a sensitive layout.

VICE CHAIRMAN STEINBERG MOVED TO CONTINUE CASE 4-UP-2003 TO THE JUNE 25TH PLANNING COMMISSION MEETING TO ALLOW STAFF, THE COMMISSION AND THE CONSULTANTS TO STUDY ALTERNATIVES THAT INCORPORATED OPTIONS SUCH AS UNDERGROUND PARKING AND MIXED USE DEVELOPMENT ABOVE WHICH MIGHT INCLUDE RETAIL AND RESIDENTIAL.

MR. GAWF suggested they schedule a site walk with the Planning Commission and the architect and do a little brainstorming before the June 25th meeting. He stated he would provide the Commission with analysis that has been done.

SECOND BY COMMISSIONER HEITEL.

CHAIRMAN GULINO stated he would not support this. He further stated he gets a little uncomfortable when they start talking about cost because they are the Planning Commission. He further stated from his perspective he would have preferred to forward to the City Council and get some input rather than holding it and going through this step because it does have the ramifications of creating bigger bills for this project as a whole. He concluded he would not be supporting it but does agree with the intent.

THE MOTION PASSED BY A VOTE OF FIVE (5) TO TWO (2) WITH CHAIRMAN GULINO AND COMMISSIONER NELSEN DISSENTING.

9-UP-2003 (Old Town Parking) request by City of Scottsdale, applicant/owner, for a municipal use master site plan for a parking garage on a 2.45 +/- acre parcel located at 7335 E Main Street with Central Business (C-2) and Highway Commercial (C-3) zoning.

MR. GAWF presented this case as per the project coordination packet. Staff recommends a continuance to the June 25th Planning Commission meeting.

(CHAIRMAN GULINO OPENED PUBLIC TESTIMONY.)

PATTY BADENOCK, 5027 N. 71st Place, stated she does not want to put off the downtown parking because it is vital. She further stated she does not understand why the parking facility behind Saba's is not considered. In terms of the civic center parking facility it is an old beat up structure that should be torn down rather than a quick fix. She stated the area on 2nd and Brown has a greater potential. It will take more money but in the long run will be a better plan. She noted they want to enhance and maintain the western atmosphere in Old Town.

SAM WEST, 8160 N. Hayden #1-210, stated he is the architect on the Bischoff building and over the last two years has been down in this area almost everyday during construction and remodel of that building. He further stated when you spend that much time in an area you begin to get a sense of what is there. He noted he served on the Downtown Task Force and one of the recommendations was to have an underground parking garage at the Noriega site that it is compatible with the look and feel in the area. He would strongly recommend that is the site that is selected and that it be two stories

underground. He commented on the existing garage they are talking about adding to noting he has always felt it should be taken out and a park put in its place with underground parking. This would create the ability for these businesses to open out the backside and create a strong east west connection up through the mall. He added he would encourage the commissioners' to look at a book commissioned from the National Park Service that goes into an in-depth analysis of what open space, parks and trails do for the environment both economically and socially. He further added that space is too valuable to put a parking garage from a lifestyle standpoint. He concluded he would like to note that none of his comments are aimed against staff. He noted he is aware of the time and effort they have put into the downtown to make it work.

TOM FRENKEL, 4332 N. Wells Fargo #200, stated he owns two buildings in this area. He further stated he agrees the parking structure blocks the park but felt it was unrealistic to think that the parking structure would be torn down and turned into a park. He remarked the park is one of the nicest amenities of downtown Scottsdale and probably the least used. He commented to add 200 spaces is an appropriate use and the property owners in the area are in support.

CHAIRMAN GULINO CLOSED PUBLIC TESTIMONY.)

MR. GAWF stated the reason staff eliminated the behind Saba's site primarily was because of the small configuration and because it is out of sight. He further stated one of the problems in Old Town is that it is hard to find the public parking other than what is on the street. Part of the goal is to make access to parking very visible.

COMMISSIONER BARNETT stated this parking lot is a little different than the previous request and he does not have any problem moving forward. There is already a lot there. It sounds cost effective. He commented he did not think that space would be great for anything else. He further commented he would prefer they move this case forward.

COMMISSIONER HEITEL stated he would agree with Commissioner Barnett's comments. He further stated he felt this was a logical location. There is plenty of open space and a park is already there. He noted he liked the ideas presented by Mr. Gawf regarding creating a little more openness around the Bischoff's area. Creating more access and visibility to this site would bring things forward very fast and makes a lot of sense. He concluded he would support moving this forward.

COMMISSIONER SCHWARTZ stated he would agree that this is an appropriate addition to this area and would support moving it forward.

COMMISSIONER NELSEN inquired how likely is this area going to look like the graphic before them. Mr. Gawf replied that is a tough but fair question. He stated that maybe they would do something different than that particular sketch but their goal is to have the highest quality look. Commissioner Nelsen stated he has found it troubling over the years that they have seen all kinds of pretty pictures and examples of how it could look and it just never seems to happen. He inquired what should they do to ensure that something equal to that picture occurs. Mr. Gawf replied include that request in the motion.

Commissioner Nelssen stated he felt it was important that as this motion goes forward that there is some sort of appropriate character element tied to the approval of this structure. Mr. Gawf reiterated that he would suggest that be part of the motion. He added he felt the future of the downtown is that they have to do things well because if they don't it will be an ordinary area, and they need something special downtown.

CHAIRMAN GULINO stated he would encourage staff as they move forward to really look at the circulation both the vehicular and pedestrian. He further stated they should see what kind of things they can incorporate into the final structure that might be a little more inviting to encourage pedestrian traffic between the Civic Center Plaza and some of those businesses to the west. He noted he felt the comments about the character of the building were well taken. He remarked he would hope the motion would include a stipulation at the DR level that the existing structure is given a facelift and with the new structure bring the whole thing into character with the vision for Old Town.

MR. GAWF noted one of the benefits of doing this addition is that it mostly hides this existing structure from Brown.

COMMISSIONER SCHWARTZ MOVED TO FORWARD CASE 9-UP-2003 TO THE CITY COUNCIL WITH A RECOMMENDATION FOR APPROVAL SUBJECT THAT IT MEETS THE USE PERMIT CRITERIA AND WITH THE FOLLOWING ADDED STIPULATIONS:

- 1) **A FACELIFT BE MADE TO THE EXISTING STRUCTURE AND SHALL BE FORWARDED TO DEVELOPMENT REVIEW BOARD FOR THEIR APPROVAL.**
- 2) **A FOCAL ENTRANCE POINT LOCATED ON BROWN STREET BE DESIGNED TO DEPICT THE SLIDE THAT WAS PRESENTED TONIGHT AND BE FORWARDED TO THE DEVELOPMENT REVIEW BOARD FOR APPROVAL.**

SECOND BY COMMISSIONER HEITEL.

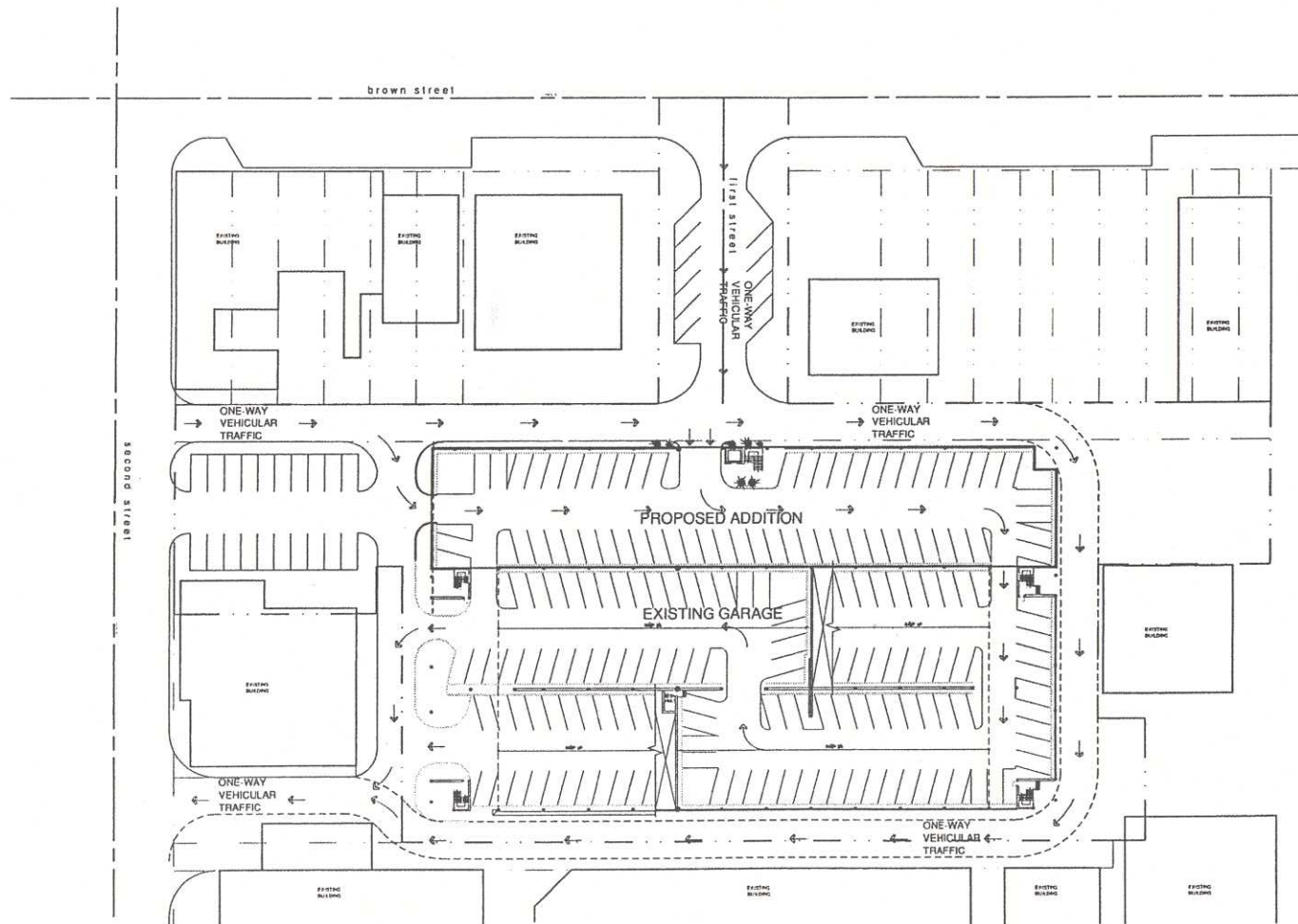
MS. WAUWIE inquired if the motion included the stipulations in the staff report.

COMMISSIONER SCHWARTZ AMENDED THE MOTION TO INCLUDE THE STIPULATIONS IN THE STAFF REPORT.

THE MOTION PASSED BY A VOTE OF SEVEN (7) TO ZERO (0).

1-TA-2003 (Downtown Overlay and Related Amendments) request by City of Scottsdale, applicant, to amend City of Scottsdale Zoning Ordinance (Ordinance No. 455) Article I., Administration and Procedures., Section 1.403. Additional conditions for specific conditional uses., Article III., Definitions.; Section 3.100 General.; Article V., District Regulations., Section 5.3002. Conflict with other sections., Article IX., Parking and Loading Requirements., Section 9.104. Programs and incentives to reduce parking requirements., and Section 9.108 Special parking requirements in districts., and to add Article VI., Supplementary Districts.; Section 6.1200., (DO) DOWNTOWN OVERLAY.

9-UP. 2003
6-2-03



SITE PLAN
1" = 30'



ATTACHMENT #8

DFDG

• Architecture
• Planning
• Interiors

DICK & FRITSCH
DESIGN GROUP

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Phoenix, Arizona 85008
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www.dfdg.com



City of
Scottsdale
Parking
Structures
OLD TOWN
Scottsdale, Arizona

Schematic Design 5.29.03

DFDG Project # 0301.02

SITE PLAN

Phase A1.1
Sheet Number